

Transportation Improvement Program FY 2011/2012/2013/2014



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BAY CITY AREA Transportation Study (BCATS)

**Final Report
Approved June 16, 2010
DRAFT Amendments**

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Cover photograph: M-84 Bridge Replacement over I-75, April 14, 2010

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Chapter 1– Introduction & Outreach

Introduction

The Transportation Improvement Program (TIP) is an integral part of the planning process for the Bay City Area Transportation Study (BCATS). According to the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) of 2005 and 23 USC 134(a) and (h)/FTA-Sec 8(a) and (h), a TIP must be developed for the Bay City metropolitan area by BCATS in cooperation with the State and transit operators. SAFETEA-LU expired initially on September 30, 2009 at the end of FY 2009, but has since been extended to the end of 2010. The TIP must be updated and approved at least every four years by BCATS and the Governor. It must include all projects to be funded under Title 23 and the Federal Transit Administration (FTA), this includes all highway, transit, non-motorized transportation projects, and any regionally significant projects both federally funded and non-federally funded. There must be a reasonable opportunity for public comment prior to TIP approval. The TIP must cover a period of not less than 4 years and must include a priority list of projects to be carried out in the first 4 years. The TIP shall be financially constrained and include a financial plan that demonstrates how the projects can be implemented while the existing transportation system is being adequately operated and maintained. Only projects for which construction and operating funds can reasonably be expected to be available may be included. In developing the financial analysis, BCATS shall take into account all projects and strategies funded under Title 23, U.S.C., and the Federal Transit Act, other Federal funds, local sources, State assistance, and private contributions. The TIP must be consistent with the BCATS 2035 Metropolitan Transportation Plan and any future updates to the plan.

Implementing agencies in the BCATS area include: the Cities of Bay City and Essexville, the Bay County Road Commission (BCRC), the Bay Metro Transit Authority (BMTA) and the Michigan Department of Transportation (MDOT). MDOT is the implementing agency for all state highway projects. These agencies have representation on both the Policy and Technical Committees of BCATS. The Technical Committee reviews all project requests then forwards a recommended priority list of projects to the Policy Committee for final approval and placement in the TIP. All implementing agencies in the Bay City area have participated in the development of projects and priorities identified in the TIP. In addition, a map of the BCATS area is included on page four (4).

Conformity determinations for the TIP are required to demonstrate that emissions from planned actions are consistent with the emissions budgets for the area. Emissions budgets in limited maintenance plan areas may be treated as essentially not constraining for the length of the initial maintenance period because it is unreasonable to expect that such an area will experience so much growth in that period that a violation of the ozone National Ambient Air Quality Standards (NAAQS) would result. The limited maintenance plan for the Bay County area was approved on January 16, 2001. Therefore, the TIP for the Bay City Area Transportation Study for ozone maintenance can be considered to have met the requirement of the emissions budget test.



In addition, approval of the TIP shall be in accordance with the BCATS Participation Plan, which was adopted on June 28, 2006 and amended June 24, 2009 as part of the approval of the 2035 Metropolitan Transportation Plan. The Participation Plan ensures consideration of Environmental Justice concepts. An Environmental Justice analysis of the TIP can be found in Chapter Three (3) of this document.

The BCATS implementing agencies have indicated that sufficient funds are available from the sources indicated to implement the projects listed in the TIP (i.e. non-Federal share will be available). Funds have been included in each agencies approved transportation budget. Furthermore, projects can be funded within available resources.

Project listings for fiscal years 2011, 2012, 2013 and 2014 begin on page 30 of this document.

Outreach

In accordance with the BCATS 2035 Metropolitan Transportation Plan and the Participation Plan, a Public Open House Meeting on the 2011-12-13-14 TIP was held on May 25, 2010, at 4:00 P.M to 7:00 P.M at the Bay County Community Center, 800 John F Kennedy Dr, Bay City MI, 48706.

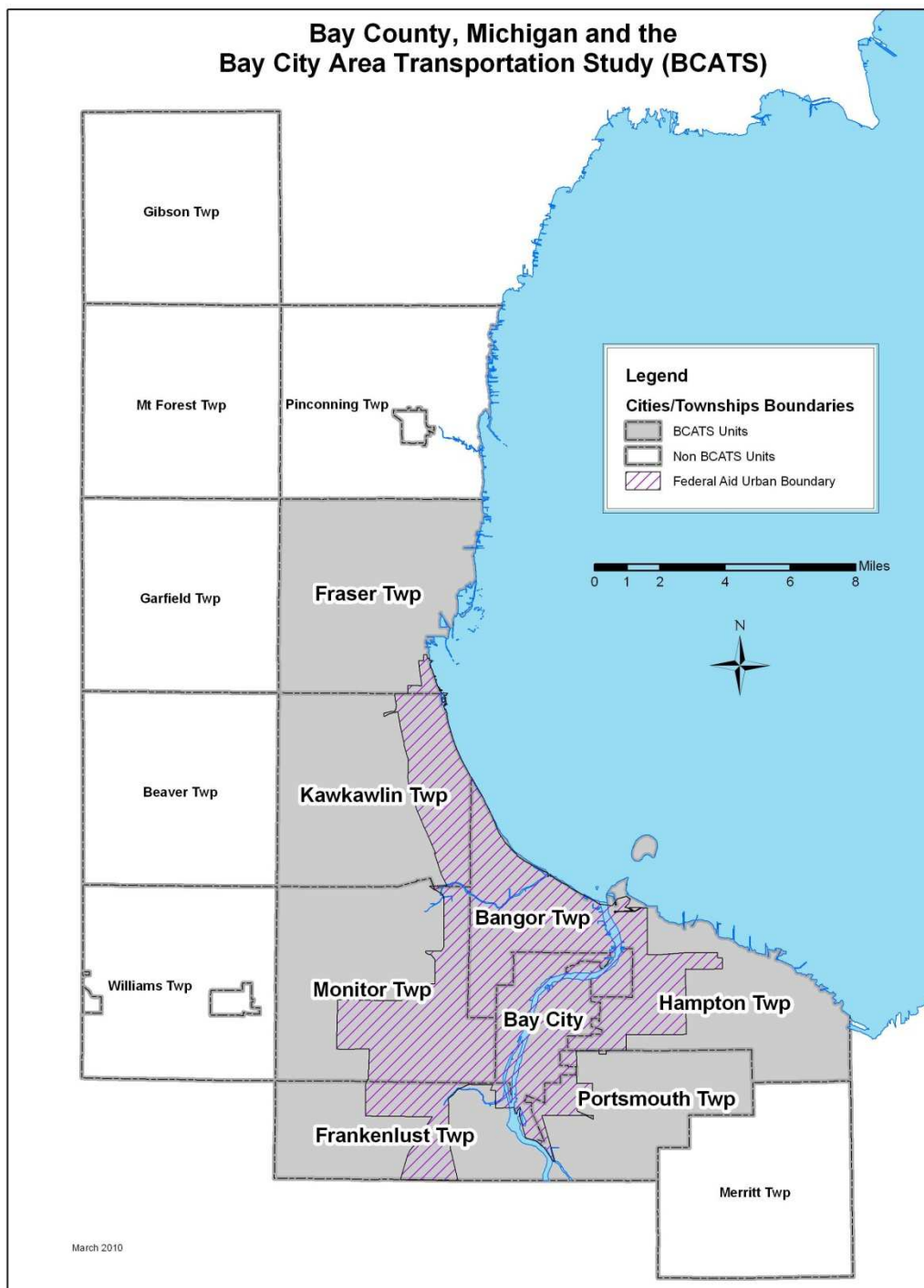
To solicit public comments for the public meeting, BCATS sent letters to our consultation contact list used for our 2035 MTP and updated to reflect changes, informing the public of the projects in the 2011-12-13-14 TIP. *A copy of this letter is included in Appendix A. Any comment received backed were incorporated into the program as well as added in Appendix A. The goal of the outreach is to keep those contacts informed on the transportation improvement program and acquire additional feedback from those groups, organizations, and individuals who have concerns or questions regarding the program. As part of the coming update to the Travel Demand Model for the eventual 2040 Metropolitan Transportation Plan, BCATS met directly with the townships and cities and discussed the 2011-14 TIP and well as their specific local plans and programs. Over the development of the 2011-14 TIP, BCATS held these and numerous other discussions with city and township staff, and other community agencies regard any of their local plans as well as BCATS 2011-14.*

This contact list, available in Appendix A, included the Bay City Times which published an ad on May 7, 2010 informing the readers of the Public Open House Meeting. Public comments were received at the public meeting.

BCATS also posted the TIP and associated maps and tables on the Bay County Transportation Planning Website at www.baycounty-mi.gov/transportation. Prior to adoption of the TIP, a public hearing was held at the BCATS Policy Meeting on June 16, 2010 at 1:30 P.M. located at the Bay County Building, 515 Center Ave, Bay City MI, 48708 where no additional comments were received.



BCATS Overview Map





Chapter 2 – Financial Plan for Bay City area TIP

Financial Plan

The Bay City Area Transportation Study (BCATS) Transportation Improvement Program (TIP) provides a list of projects detailing how implementing agencies will invest in projects over a four year period by the state and local agencies that have legal responsibility to build, operate, and maintain the state's highway, road, street, non-motorized and public transit systems. Federally-funded expenditures are required by federal law to be consistent with the BCATS Metropolitan Transportation Plan adopted in June, 2007 and to be constrained to include only projects that BCATS anticipates having enough revenue to complete.

The total investment of state, local, and federal revenue in the Bay City area transportation system for the four year period is over \$64 million dollars. The majority of this money is used to maintain and operate the federal aid eligible road and transit transportation systems. The remainder is for capital projects. Following goals and objectives as adopted in the BCATS Metropolitan Transportation Plan, TIP expenditures ensure that federal funding is being expended in a logical and wise manner to best maintain the system as a whole.

In 2001 and 2002, MDOT, Michigan's Metropolitan Planning Organizations and FHWA spent an extensive amount of time discussing revenue estimating techniques and financial constraint at a financial workshop. The first workshop was held in March of 2001. As a result, revenue estimates are developed by MDOT with consultation and with concurrence from the Michigan Transportation Planning Association, an association of Michigan's MPO directors, using the methodology developed at the workshop.

Surface Transportation Program (STP) funding included in the revenue estimates has been based on the previous funding levels in the BCATS 2008-09-10-11 TIP. Using the FY 2011 funding levels, a 3.2% growth factor was established for each future year from 2012 to 2014. This 3.2% growth rate assumption (which is used in the financial tables contained in this document) was derived cooperatively with MDOT, FHWA and Michigan MPO's as discussed above and is roughly consistent with anticipated revenue increases derived from federal authorizations. *These growth factors and estimates are employed to appropriately express the revenues for each year in terms of the dollars for that specific year.*

Local bridge, Enhancement and Safety programs are under the jurisdiction of MDOT, which retains project selection authority as well as maintaining control over revenues to be made available program-wide and by region.

Additional, FHWA revenue sources identified by MDOT in the form of general program accounts for FY 2011-2014 are intended for use on the transportation system. These include Highway Safety funds, Capital Preventive Maintenance/Highways and Bridge funds, Trunkline Rail Crossings, Trunkline Enhancements and Preliminary Engineering. General Program Accounts will be used only for categorically excluded projects that are known and too small to be listed individually.



Transit funding assumptions are based on historic revenues identified in the transit elements of the TIP, transit operator dialogue with FTA and are determined cooperatively by MDOT, transit operators and Michigan MPO's. Transit planning funds, though identified in the TIP, are not included in the revenue tables since they are not available to directly improve, maintain or operate the transportation system. In addition, the BMTA transit element identifies carried over projects and funding from prior fiscal years.

Operations and maintenance will be addressed in each program, but not necessarily within the demonstration of financial constraint tables as federal funds are not being used.

Operations and Maintenance funds which are used to help maintain the existing road and street system are estimated based on FY 2011 funding revenues from the MDOT website. The annual estimated amounts of \$9,365,000 of Michigan Transportation Funds and \$350,000 of Local Program Funds are funds used in operations and maintenance of the local road system in addition to the projects listed in the TIP that are project specific and use STP funding. The City of Bay City collects approximately \$230,000 per year through a .75 mill street operating millage. Approximately \$950,000 of operations and maintenance funds within the City of Bay City is spent on the two city owned bridges. Currently, the ability to adequately maintain and operate the existing transportation system has become a great challenge with the lack of additional funding for transportation programs and the continuing rising costs associated with operations and maintenance.

Operating and Maintenance funds for Bay Metro Transit are approximately \$7.3 million annually. Fares cover 10% of operating expenses. Other sources of revenue include the local property tax levy (31%), State of Michigan assistance (35%), federal assistance (22%) and miscellaneous (2%). The role of the Federal Transit Administration has been mostly in the area of capital acquisitions, providing 80 percent of the funds for most major items (buses, building improvements, and maintenance equipment).

Typically the BCATS Technical and Policy Committee's program all available STUL estimated revenues when drafting and approving a new TIP for adoption. During the adoption of this TIP, all \$5,269,866 of the STUL funds were programmed over the four year and an additional \$275,268 will be advanced from FY 2015 to complete one project in FY 2014. In the recent past and currently all BCATS funded projects in the TIP have been programmed on the lump sum dollar allocation methodology rather than on a pro-rata basis. The STUL dollar amounts shown are the exact dollar amounts allocated and if there should be cost overruns, it is up to the local agency to cover the additional expense.

The Michigan Department of Transportation utilizes a 5% inflation factor for construction cost estimates on projects programmed in future years. For the projects in the 2011-2014 TIP, the other agencies, Bay County Road Commission and Bay City used the same 5% inflation factor for projects programmed in future years.



Financial constraint for amendments must be re-demonstrated with the addition or removal of any projects. Financial tables will be updated with all TIP amendments and administrative modifications. *A copy of the fiscal constraint table is available in Appendix B. The table shows the total revenue and commitments, both federal and non-federal being received for each fiscal year, 2011-2014, and from which specific highway funding program or transit funding program. A description of the funding programs follows beginning on page 9. On the highway portion of the table, it is additionally split between the local transportation agencies and the MDOT revenues and commitments within the BCATS. Fiscal constraint is displayed when the total commitments for a specific year do not exceed the total revenues for the same year. However, commitments can exceed revenues for a specific funding program as projects may be funded from multiple programs, but the overall total commitments must not exceed the overall total revenues in any given year.*

Completed FY 2008/2009/2010/2011 TIP Projects

During the life of the FY 2008/2009/2010/2011 TIP, the BCATS implementing agencies completed several major projects. **In FY 2008 TIP**, those include: reconstruction of Pine St between Center Ave (M-25) and Nebobish Ave (Bay County Road Commission); reconstruction of Center Ave (M-25) between Johnson St and Livingston St (MDOT); reconstruction of I-75 between Hotchkiss and south of US-10; the City of Bay City's reconstruction of N Henry St between North Union St and Wilder Rd (obligated in 2007, constructed in 2008).

In FY 2009 TIP, those include painting and rehabilitation on the Liberty and Independence Bridges, reconstruction and safety improvements to the Marquette Ave Connector of Walnut St and Ohio St which utilized funding from the American Reinvestment and Recovery Act (ARRA); the reconstruction of Harrison St between 32nd St and 38th St in Bay City. MDOT rehabilitated the I-75 bridges over the Kawkawlin River, added a paved shoulder on M-13 from M-247 north into Arenac County (funded through ARRA), and made repairs to bridges along US-10 also funded through ARRA.

In FY 2010 TIP, those include: the reconstruction of M-84 from Delta Rd to Euclid Ave (part will be reconstructed in 2011) including the replacement of the bridges on the M-84; I-75 reconstruction south of Hotchkiss and south into Saginaw County which are both entirely funded through ARRA. Other ARRA projects include joint repairs and rehabilitation on Wilder Rd, Truman Parkway, Woodside Ave, and Marquette Ave (Bay City and Bay County Road Commission); resurfacing of Borton Ave in Essexville; and Bay Arenac Dr (formerly known as Skill Center Dr) resurfacing.

Delayed Transportation Projects

Originally listed in the FY 2002/2003/2004 TIP, the M-84 expansion project from south of Delta Rd to M-13 (Euclid Ave), was delayed in 2003 when it was deferred pending reasonable assurance of achieving and sustaining system condition goals and the identification of additional funding. As part of the American Reinvestment and Recovery Act, this project was moved forward and is under construction in 2010 and 2011. As a result of the decreasing transportation funding levels within the State of Michigan, more projects will be delayed unless additional



Consultation Letter

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County Executive

May 7, 2010

Bay City Area Transportation Study
2011-12-13-14 Transportation Improvement Program (TIP)
Public Comment and Open House

The Bay City Area Transportation Study (BCATS) is seeking public comment on the proposed 2011-12-13-14 Transportation Improvement Program (TIP). The public is encouraged to submit comments to BCATS by any of the following methods: In writing to David Engelhardt, BCATS Director, 515 Center Avenue, Suite 504, Bay City, MI 48708; By phone to 989-895-4064; By fax to 989-895-4068; By email to engelhardtd@baycounty.net, or: By visiting the BCATS office at the above address. Please submit comments by June 11, 2010.

In addition, an Open House to discuss the TIP will be held on Tuesday, May 25, 2010 from 4:00 p.m. to 7:00 p.m. at the Bay County Community Center, 800 John F Kennedy Dr, Bay City.

A copy of the proposed TIP is attached and is also available for review at the BCATS Office or on the BCATS Website at www.baycounty-mi.gov/transportation.

Pursuant to the Americans with Disabilities Act, individuals with disabilities may request aids/services within a reasonable time period to participate in the meeting. To request aids/services please contact: Michael Gray, Director of Administrative Services, Office of the Bay County Executive, 515 Center Avenue, Suite 403, Bay City, MI 48708-5125. Phone: 989-895-4130/TDD: 989-895-4049 or graym@baycounty.net.